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ABSTRACT

This guide presents a flexible model for public involvement that was developed by bringing together a variety of materials and findings previously developed on public participation techniques. Many of the model's components are based on findings of a lengthier related study entitled, "Social, Environmental, and Attitudinal Factors Associated with Highway Planning." Although the guide and model were originally developed for use by highway planners, they will also be useful for public officials in many other fields, including education. (Author/JG)

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a guide to ACTION

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BY **Naomi W. Ledé**

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16. Abstract

The GUIDE TO PUBLIC INVOLVEMENT utilizes data from the larger study on "Social, Environmental, and Attitudinal Factors Associated with Highway Planning." The volume contains a myriad of materials and findings previously developed on public involvement techniques. Specific data relative to the Model have been integrated with existing findings to provide some flexibility in planning for public involvement, public hearings, and public meetings. Specific objectives of the Model include: (1) To provide suggestions for programs of public participation, public awareness, and public information geared toward the development of an effective plan to facilitate greater communication between transportation agency officials and the general public; (2) to identify specific operational components, which when utilized, can enhance an appropriate level of participation in planning for potentially impacted neighborhood areas and successful relocation efforts; and (3) to offer guidelines for initiating public involvement activities during the pre-hearing public involvement process as well as public hearings and meetings.

The Guide to Public Involvement has built-in flexibility, making it useful for highway departments throughout the nation. It provides specific suggestions on organizational techniques, group and leadership identification, group interests, involvement models, and related participatory phenomena.

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tration and the U.S. Department of Transportation.

PUBLIC INVOLVEMENT: A GUIDE TO ACTION

by
Naomi W. Lede'
Urban Resources Center
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With Special Research Assistance From:
Linda E. Brown

Sponsored by the State Department of Highways and Public Transportation in Cooperation
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Transportation Studies Project, Urban Resources Center in Texas Southern Univers
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THE FOREWORD

The author who introduced the term "future shock" into the American vocabulary believ we "need a totally different kind of decision-making in the country." In The Eco-Spasm Repor Toffler suggests that "new ways will have to be found to open the entire process of planning, at the highest levels, to popular input, to feedback from below..." He further warns that th fob-off of Public hearings" at which various experts and official groups testify will not be The old token representation of blacks, women or workers on boards will not be enough. It is contention that new ways will have to be found to assure that women's groups, ethnic groups, mentalists and others are permitted to make contributions at every level. A final rather per remark made in the Toffler presentation has particular relevance for the Public Involvement M presented here. He believes that grassroots organizations with massive public participation needed. The mandate for this kind of broad-scale citizen involvement will be to help and wat ners.

What we have attempted to do in this volume is to bring together a myriad of materia findings previously developed on public participation techniques. Special permission was so from several authors to include relevant techniques which they have developed into what we h described as a flexible Model for Public Involvement. A great deal of the components in the emerged as a result of the findings in the larger study on "Social, Environmental, and Attit Factors Associated with Highway Planning."

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This is not a guide to social activism; it is a book designed to assist highway portation agency representatives in their efforts to effectively involve the public in p ning at points where public input is needed and required. The Guide to Public Involveme of many current efforts to provide an understanding of the many techniques devised and u activities designed to facilitate public participation in decision-making. The suggesti sented, are designed for use nationwide rather than Houston, although specific reference the Houston community. This was deliberate since the original study design involved the neighborhoods in Houston as the sample population.

At times the Guide to Public Involvement may appear somewhat conservative in its where a partnership rather than a confrontation is advocated for successful planning and ticipation in decision-making. This is not the overall intent of the volume. The Guide innovations in planning for public involvement and possible alternatives for involving c neighborhood and community affairs; it makes suggestions relative to leadership identifi it provides guidelines for assessing constructive public involvement. As one reads, exa attempts to implement many of the suggestions made, he or she should be as critical as p findings are designed to be adjusted to specific neighborhood and community situations. efforts were made to build in flexibility. If readers are critical, there is the possib ideas might emerge even more salient than those included here.

Texas Southern University
Houston, Texas 77004
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TABLE OF CONTENTS

Section

FORWORD v

1.0 INTRODUCTION 1

1.1 Definitions 1

2.0 SPECIFIC OBJECTIVES OF THE PROPOSED MODEL FOR PUBLIC INVOLVEMENT 3

2.1 Program Organization and Considerations in Planning 3
2.2 Agency Relationships 3
2.3 Group Identification 4

2.3.1 Economic Groups 4
2.3.2 Civic Groups 4
2.3.3 Church Groups 4
2.3.4 Educational 4
2.3.5 Familial 4
2.3.6 Government 4
2.3.7 Minority Groups 4
2.3.8 Welfare 4
2.3.9 Communications Media 4

3.0 PRIMARY AND SECONDARY GROUP IDENTIFICATION 5

3.1 Coordination 5
3.2 Types of Leadership 5
3.3 Flexibility and Change in Leadership 5
3.4 Attracting Participants 5

4.0 THE PROJECT CONCEPT CONFERENCE 6

4.1 Public Meetings 6

TABLE OF CONTENTS

	Page
. . . . .	iii
. . . . .	1
ns	2
TIVES OF THE PROPOSED MODEL FOR PUBLIC INVOLVEMENT	3
rganization and Considerations in Planning	3
lationships	5
ntification	6
nomic Groups	6
ic Groups	6
rch Groups	6
cational	6
ilial	7
ernment	7
ority Groups	7
fare	7
munications Media	7
ONDARY GROUP IDENTIFICATION	12
on	13
eadership	14
and Change in Leadership	15
Participants	16
CEPT CONFERENCE	18
tings	19

TABLE OF CONTENTS (Continued)

Section

4.2 Public Involvement Modes . . . . .
4.3 Dimensions of Involvement . . . . .
4.4 When is Public Involvement Constructive . . . . .
4.5 Public Information . . . . .

5.0 RECOMMENDATIONS . . . . .

5.1 Suggested Techniques for Involvement . . . . .

BIBLIOGRAPHY . . . . .

TABLE OF CONTENTS (Continued)

	Page
c Involvement Modes	21
sion; of Involvement	30
is Public Involvement Constructive	30
c Information	31
TIONS	33
sted Techniques for Involvement	33
	34

Section 0

Introduct

Section One

Introduction

1.0 INTRODUCTION

This "Guide to Action" is designed to provide assistance to transportation planning age representatives in their attempts to involve the public in planning for public hearings and rel assistance activities. A great deal of the data are based on findings in our study on "Social, Environmental, and Attitudinal Factors Associated with Highway Planning." This Guide utilizes from a study of two neighborhoods. Data on neighborhood values, patterns of leadership, neighb role and responsibility, suggestions for public involvement and public awareness, and general d mental values are also included in the flexible model presented.

The purpose of this document is to provide information which might be useful to individ engaged in planning for highways and public transportation. It is designed to assist agency re sentatives in their public involvement efforts and their relocation assistance programs. For s of clarity, the concept of public involvement is used interchangeably with citizen participatio community involvement, and public participation.

As indicated in the Action Plan of the State Department of Highways and Public Transpor (August, 1973), "involvement of other governmental agencies and the public" provides a mechanis whereby ideas from those not directly affiliated with the highway/public transportation agency considered early in the planning process. Public involvement also provides for the disseminati information relative to alternative considerations and their effects, right-of-way and relocati

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assistance programs, proposed project development, and related activities.

Primary concepts necessary for implementing public involvement activities are defined

1.1 Definitions

- *Public Involvement refers to the processes whereby all interested persons are giv opportunity to become fully acquainted with highway proposals of concern to them express their views at those stages of systems planning and/or project planning w the flexibility to respond to these views still exists.*

- *Public Meeting refers to an informal session where highway department/public tran representatives and community leaders, individuals, groups, organizations or dest representatives meet to discuss proposed projects and systems planning.*

- *Public Hearings refer to forums which allow the highway department and the public tunity to present and respond to one another's views on a proposed project. A pu is held for those projects which require a public hearing before the highway depa commits itself to a particular location and/or design, and allows the public an o to officially comment concerning a highway/public transportation project's need, locations and major design features, and their social, economic, and environmenta Verbatim transcripts are made of the public hearing proceedings and, as such, bec part of the official record.*

- *A Displaced Person means any individual, family, corporation, partnership or ass who is in occupancy at the initiation of negotiations for the acquisition of rea to be acquired, in whole or in part, or at the time he is given written notice t real property by the acquiring agency. A displaced person must also move his pe property from the real property purchased by the acquiring agency. (See: Reloc tance Program, Federal Highway Administration, U.S. Department of Transportation*

- *Relocation Assistance Services. Any person, family, business or farm displaced Federal or federally assisted program shall be offered relocation assistance ser The purpose of these services is to assist the potential relocatee in locating s replacement property. The services are provided by qualified personnel employed acquiring agency. The major goal of a relocation assistance program is to help to successfully relocate.*

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Section Two

Specific Objectives of t

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Specific Objectives of the Model

2.0 SPECIFIC OBJECTIVES OF THE PROPOSED MODEL FOR PUBLIC INVOLVEMENT

The proposed Public Involvement Model is designed to accomplish the following:

- *To provide suggestions for a program of public participation, public awareness, a information geared toward the development of an effective plan to facilitate great munication between transportation agency officials and the general public;*
- *To identify specific operational components, which when utilized, can enhance an level of participation in planning for potentially impacted neighborhood areas and ful relocation assistance efforts; and*
- *To offer guidelines for initiating public involvement activities during the pre-he public involvement process, as well as public meetings and public hearings.*

2.1 Program organization and Considerations in Planning

To achieve the following objectives, the Guide has been divided into two specific phas involvement and public information.

The public involvement program focuses on those activities essential to the project pl process, including organizational techniques, group and leadership identification, group inte involvement stages and techniques, and related data. The public information phase will highl of the techniques for disseminating information to the public so that interested persons and affected are more aware of planned and existing transportation improvements.

For a program of public involvement to be effective, it must involve cooperative plan negotiating and developing strategies for reaching some consensus relative to proposed activi

VES OF THE PROPOSED MODEL FOR PUBLIC INVOLVEMENT

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neighborhood or community goals. Merely seeking agreement or congruence of goals is not
must be deliberate efforts put forth to probe for intervening variables such as attitudin
tual qualities which tend to affect the human behavioral aspects of planning and particip
collected through neighborhood-based surveys are the best indicators of needs and problem
given time. These data should be continuously updated to reflect changes in attitudes an
the neighborhood's general make-up and character.

It is helpful to agency representatives to periodically assess the status of neig
where proposed transportation/highway improvements are likely to take place. A survey of
problems, changing socioeconomic status, mobility patterns, and environmental (social and
components) impact data should be conducted at least every two years if the project is be
every year if decisions have been made as to location and relocation assistance activitie

Results of the periodic survey on community and subcommunity needs will provide t
input for making objective decisions. A survey of needs and problems should be conducted
"Prehearing Public Involvement Process." As many leaders and citizens of established nei
organizations and agencies as possible should be involved in prehearing public involvemen
Problem areas not directly connected with highway improvements should be referred to the
public and private agencies in the community. Referral and assistance might be available
variety of sources, particularly where multi-pronged problems are discovered.

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2.2 Agency Relationships

It is important too for agency representatives to be thoroughly knowledgeable about t offered by public and private agencies in the community. A costly mistake made is to pass ov established agencies and organizations in the community. One pamphlet on volunteer work expl this way: "In order to discover what neighborhoods or communities really want, the argument have to go directly to the people. What is really being communicated is that established org and agencies have failed and, therefore, totally new approaches based on direct contact with must be developed."[1] There is little doubt that some agencies, institutions, and organizatio not been as effective as they should in reaching people or involving them in decision-making, should be understood that not all methodologies used in the past should be discarded. There in examining those approaches which have contributed to greater public participation -- those which have assisted in strengthening our capabilities and arousing interest in exploring more tive and effective techniques.

Many established agencies and organizations at the community and subcommunity level established rapport with residents in all of the city areas. It is necessary to work with ex agencies, organizations, and institutions at all stages of the public involvement process.

Traditionally during early stages of project planning, highway departments consulted officials in their attempts to insure close contact with the general public. The Project Con Conference, as outlined in the Action Plan of the State Department of Highways and Public Tra

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of Texas, allows highway agency representatives to meet with city and county officials to dis approaches for involving the public early in project planning. Agency representatives rely o assistance of local officials when attempts are made to determine the mood -- the pulse of th munity.

There is need to identify minority groups, special interest groups, voluntary and inv associations if the required public involvement is to be effectuated. For the proposed invol model, six categories of public (general and special) and community groups should be identifi activities which focus on involvement and decision-making.

2.3 Group Identification

The following outline is a possible representation of groups and interests that could cluded in public involvement phases of project planning:

2.3.1 Economic Groups: Business; retail and manufacturing, finance, building, real professional groups, labor groups.

2.3.2 Civic Groups: Civic clubs, community improvement groups, police-community re centers, Urban League, Community Relations Commission, taxpayers groups, and minority group social service organizations.

2.3.3 Church Groups. Ministerial organizations, church councils, individual church other church-affiliated groups.

2.3.4 Educational. Public and private elementary and secondary schools, colleges/u library associations, etc.

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2.3.5 Familial. Consumer groups, Parent-Teacher Organizations, other specialized n groups.

2.3.6 Government. Agencies concerned with planning, housing and urban renewal, inc local, regional, and state representatives where available. City employees s be designated as members but may well serve unofficially from time to time to analyzing specific problems peculiar to the particular locality.

2.3.7 Minority Groups. Ethnic or racial groups, latent demand groups (elderly and etc.

2.3.8 Welfare. Social service, health and welfare, human resources centers, etc.

2.3.9 Communications Media. Press, radio, television (all stations and other media communication, including minority-owned or minority-beamed media).

Attempts should be made to identify primary and secondary groups having a special interest in tation developments and project planning. There is need to develop a tentative roster for a hensive representation of interests. The specific interests included in Figure 1 are present illustration of the contacts to be made. Although some groups peculiar to Houston are includ is flexibility in the grcup interest matrix.

Community goals and objectives, when possible, should interface the project developme Costs and benefits must be weighed carefully, and defined in terms of goal achievement. Ther to develop a comprehensive set of criteria, including social values along with traditional ec considerations, environmental impact data, community goals and objectives. A suggested appro statements on community goals and objectives are revealed in Figure 2. Transportation-relate velopments are directly or indirectly affected by community goals and objectives.

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or indirectly affected by community goals and objectives.

Figure 1

Group Interest Matrix Reflecting Possible Linkages

INTERESTS	Organized Community Groups	Area-Wide Organizations	Civic & Professional Organizations	State & Regional Agencies	Form Grou
A. Public Transportation Interests					
Public Transportation	*	*	*	*	*
Patrons of Transit Systems:					
Public Users (local)	*	·	*	·	*
Highway Users	*	*	*	*	·
Airport Users	*	*	*	*	·
Operators of Transit:					
CBD Parking	·	*	·	·	*
Taxicab & Limousine	·	*	·	*	*
Transit Operators	·	*	*	*	·
Private Operators	*	*	·	·	*
Others	·	·	*	*	·
B. Land-Use Related Interests					
Environmental Quality	*	*	*	*	*
Economic Development (CBD)	·	*	*	·	*
Regional Economic Development	·	*	*	·	*
Taxpayers (property owners)	·	*	*	·	·
Land Development Controls (use)	*	*	*	·	*
Housing Developers (Multiple)	·	·	*	·	*
Deed Restrictions (Residential)	*	*	*	·	*
Housing Developers (Single)	*	*	*	·	*
Access to service facilities	*	*	*	·	*
C. All Other Interests					
Construction/Employment	·	*	*	·	·
Regional Development Controls	·	*	*	*	·
Economic Growth Limits	*	*	*	*	*
Municipal Pride & Competition	·	*	*	·	*
Jurisdictional Interests	·	*	*	*	·
Area-wide Cooperative Ventures	·	*	*	*	·
Political Benefits	*	*	·	·	·

*Relationship
·No direct relationship

Figure 1

Group Interest Matrix Reflecting Possible Linkages

	Organized Community Groups	Area-Wide Organizations	Civic & Professional Organizations	State & Regional Agencies	Formal Groups	Informal Groups
on Interests						
tion	*	*	*	*	*	*
t Systems:						
ocal)	*	.	*	.	*	*
	*	*	*	*	.	.
	*	*	*	*	.	*
sit:						
	.	*	.	.	*	*
sine	.	*	.	*	*	*
rs	.	*	*	*	.	.
rs	*	*	.	.	*	*
	.	.	*	*	.	.
terests						
lity	*	*	*	*	*	*
ent (CBD)	.	*	*	.	*	.
Development	.	*	*	.	*	*
ty owners)	.	*	*	.	.	.
Controls (use)	*	*	*	.	*	.
s (Multiple)	.	.	*	.	*	*
(Residential)	*	*	*	.	*	*
s (Single)	*	*	*	.	*	*
facilities	*	*	*	.	*	*
oyment	.	*	*	.	.	.
ent Controls	.	*	*	*	.	.
imits	*	*	*	*	*	*
Competition	.	*	*	.	*	.
terests	.	*	*	*	.	.
tive Ventures	.	*	*	*	.	.
s	*	*	.	.	.	.

ationship

Figure 2

General Community Goals and Specific Indicators

General Community Goal	(Indicator)* Transportation Related	Specific Objective Statements
Public Safety Program Development	XX	(a) Insure safe public facilities
	XX	(b) Provide for adequate public safety
		(c) Provide for the removal of contamin liquid, and gaseous)
Public Utility and Transportation Development	XX	(a) Minimize maintenance costs of publi (economic efficiency)
	XX	(b) Insure maximum effectiveness of pub by design and locational considerat
	XX	(c) Develop a balanced, effective, and transportation system which provide accessibility requirements
Economic Development Programs	XX	(a) Develop public improvement programs available financial resources
	XX	(b) Maintain highest equitable property
		(c) Insure effective utilization of res
		(d) Establish trade development that pr maximum convenience to consumers
		(e) Establish a strong economic base th commerce
	XX	(f) Insure the optimum utilization of l
		(g) Achieve increased disposable income people...
Cultural Development	XX	(a) Preserve historic sites and natural
		(b) Promote adequate public libraries, cultural activities
		(c) Protect meaningful local tradition encourage civic pride

Figure 2

General Community Goals and Specific Indicators

	(Indicator)* Transportation Related	Specific Objective Statements
Development	XX	(a) Insure safe public facilities
	XX	(b) Provide for adequate public safety Regulations
		(c) Provide for the removal of contaminants (solid liquid, and gaseous)
nsporta-	XX	(a) Minimize maintenance costs of public facilities (economic efficiency)
	XX	(b) Insure maximum effectiveness of public utilities, by design and locational considerations
	XX	(c) Develop a balanced, effective, and integrated transportation system which provides for the accessibility requirements
rograms	XX	(a) Develop public improvement programs within available financial resources
	XX	(b) Maintain highest equitable property values
		(c) Insure effective utilization of resources
		(d) Establish trade development that provides maximum convenience to consumers
		(e) Establish a strong economic base through commerce
	XX	(f) Insure the optimum utilization of land
		(g) Achieve increased disposable income for all people...
	XX	(a) Preserve historic sites and natural beauty areas
		(b) Promote adequate public libraries, museums, and cultural activities
		(c) Protect meaningful local tradition and encourage civic pride

Figure 2 Continued

General Community Goal	(Indicator)* Transportation Related	Specific Objective Statements
Health Program Development		(a) Establish the mechanism for adequa and remedial health programs and f
Education Program Development		(a) Develop educational facilities and for citizens at every level.
Welfare Program Development	XX	(a) Eliminate injustice based on discr
		(b) Develop needed public welfare prog
	XX	(c) Encourage the development of relig tunities
	XX	(d) Develop an aesthetically pleasing
Recreation Program Development	XX	(a) Establish open space programs
		(b) Provide adequate recreational faci utilizing parks, rivers, and lakes
Political Framework	XX	(a) Improve the framework (channels, s for citizen participation in gover functions
		(b) Establish equitable taxation polic mixes, rates)
	XX	(c) Achieve efficient governmental adm representation of all citizens
		(d) Develop adequate government staffs sonnel programs (high job standard salary ranges, effective delegatio
		(e) Establish sound governmental fisca
	XX	(f) Develop an effective, long-range, wide planning process
		(g) Establish effective control mechan

Figure 2 Continued

al	(Indicator)* Transportation Related	Specific Objective Statements
opment		(a) Establish the mechanism for adequate preventive and remedial health programs and facilities
velopment		(a) Develop educational facilities and opportunities for citizens at every level.
lopment	XX	(a) Eliminate injustice based on discrimination
		(b) Develop needed public welfare programs
	XX	(c) Encourage the development of religious opportunities
	XX	(d) Develop an aesthetically pleasing environment
evelopment	XX	(a) Establish open space programs
		(b) Provide adequate recreational facilities utilizing parks, rivers, and lakes
	XX	(a) Improve the framework (channels, systematic use) for citizen participation in governmental functions
		(b) Establish equitable taxation policies (bases, mixes, rates)
	XX	(c) Achieve efficient governmental administration, representation of all citizens
		(d) Develop adequate government staffs and personnel programs (high job standards, reasonable salary ranges, effective delegation of authority)
		(e) Establish sound governmental fiscal programs
	XX	(f) Develop an effective, long-range, metropolitan-wide planning process
		(g) Establish effective control mechanisms

Figure 2 Continued

General Community Goal		(Indicator)* Transportation Related	Specific Objective Statements
Housing Development			(a) Encourage rehabilitation and conserv neighborhood programs
	Housing Availability	XX	(b) Provide adequate low-cost housing
			(c) Develop neighborhood units
		XX	(d) Promote a wide variety of housing ty required within the community

*Direct and indirect effects

Figure 2 is used to illustrate a simplified procedure for recognizing community goals and obj in comprehensive planning approach and public input.

Figure 2 Continued

	(Indicator)* Transportation Related	Specific Objective Statements
		(a) Encourage rehabilitation and conservation of neighborhood programs
Housing Availability	XX	(b) Provide adequate low-cost housing
		(c) Develop neighborhood units
	XX	(d) Promote a wide variety of housing types as required within the community

ndirect effects

llustrate a simplified procedure for recognizing community goals and objectives

ning approach and public input.

Section Three

Primary and Secondary Group Identifi

Section Three

Primary and Secondary Group Identification

3.0 PRIMARY AND SECONDARY GROUP IDENTIFICATION

Groups should be delineated by sub-categories: primary and secondary groups. The fo illustrates the procedure for these types of distinctions:

Categorization of Groups*

I. Community Contact Groups (Primary)

- A. Community Design Committees
- B. Sector Planning Councils
- C. City Planning Commissions
- D. Commissioners Court (County)
- E. Regional Planning Agency (COGS)

III. Civic and Professional (Primary)

- A. League of Women Voters
- B. Local Chapter of the Texas Society of Professional Engineers
- C. Local chapter of American Institute of Architects
- D. Local Chapter of The American Institute of Planners
- E. Interdenominational Ministerial Alliances
- F. Council of Churches

IV. Civic and Professional (Secondary)

- A. Service Organizations (e.g., Rotary, Kiwanis, Lions, etc.)
- B. Religious Groups

II. Area-wide Agencies and Organizations

- A. Governmental (Primary)
  - 1. City Council
- B. Quasi-governmental (Primary)
  - 1. Local Transit System
  - 2. Public Transportation Study
  - 3. Regional Transportation Stud
  - 4. Unified Transportation Work
- C. Other (Primary)
  - 1. Houtran
  - 2. Houston Chamber of Commerce
  - 3. Houston Citizens Chamber o
  - 4. Other area Chambers of Comme
- D. Secondary
  - 1. City Park Board
  - 2. Houston Independent School D
  - 3. Other Independent school dis
  - 4. Community Councils

VI. Organized Functional Groups

- A. Informal (Primary)
  - 1. Minority Groups
  - 2. Latent Demand Groups (Low-in and handicapped)

NDARY GROUP IDENTIFICATION

be delineated by sub-categories: primary and secondary groups. The following

ure for these types of distinctions:

Categorization of Groups*

Groups (Primary)

gn Committees
g Councils
Commissions
Court (County)
ing Agency (COGS)

onal (Primary)

n Voters
of the Texas Society of
ngineers
of American Institute of

of The American Institute

ional Ministerial Alliances
rches

onal (Secondary)

zations (e.g., Rotary,
, etc.)
os

II. Area-wide Agencies and Organizations

A. Governmental (Primary)
   1. City Council
B. Quasi-governmental (Primary)
   1. Local Transit System
   2. Public Transportation Study Groups
   3. Regional Transportation Study Group
   4. Unified Transportation Work Programs (COGS)
C. Other (Primary)
   1. Houtran
   2. Houston Chamber of Commerce
   3. Houston Citizens Chamber of Commerce
   4. Other area Chambers of Commerce
D. Secondary
   1. City Park Board
   2. Houston Independent School District Board
   3. Other Independent school district boards
   4. Community Councils

VI. Organized Functional Groups

A. Informal (Primary)
   1. Minority Groups
   2. Latent Demand Groups (Low-income, aged, and handicapped)

Categorization of Groups* Continued

C. Institutions of Higher Education

V. Regional and State Agencies (Primary)

A. State Department of Highways and Public Transportation
B. Texas Air Quality Board
C. Others

B. Formal (Secondary)
1. NAACP
2. Labor Councils
3. Minority Group Progressive A
4. Home Owners Association
5. Community Action Agencies
6. Real Estate Boards
7. Environmental Groups

*Most of the group categorizations involve Houston area associations and organization this approach can be applicable to rural and urban areas throughout the nation.

The essence of group identification and community representation is organizing effectively so leaders and citizens alike can provide valuable information and reference points for charting for public involvement. An essential component of public involvement at the prehearing stage organizing effectively so that people from the potentially affected neighborhoods and communi be stimulated for involvement during the actual public meetings and public hearings. Communi tion or community mobilization would be the key activity.

3.1 Coordination (Mobilizing for maximum participation)

Through efforts at coordination, agency representatives must begin organizing to the identifying sources of technical expertise, planning resources, human resources, key influent

Categorization of Groups* Continued

of Higher Education	B. Formal (Secondary)
e Agencies (Primary)	1. NAACP
ent of Highways and Public	2. Labor Councils
n	3. Minority Group Progressive Associations
ity Board	4. Home Owners Association
	5. Community Action Agencies
	6. Real Estate Boards
	7. Environmental Groups

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obilizing for maximum participation)

ts at coordination, agency representatives must begin organizing to the point of f technical expertise, planning resources, human resources, key influentials or

actors for the participatory process, and carefully delineate the roles of individuals chosen influence in the community and neighborhoods, and reputation. Major considerations for coord efforts for maximum participation include the following:

A. Select interaction techniques to be applied during public meetings and public hea for the project planning stage.

B. Prepare background information on projects and solicit wide public involvement.

C. Identify key influentials at the neighborhood and community levels, and delineate roles; categorize leaders into "general publics" and "special publics" (persons h technical expertise).

3.2 Types of Leadership

There is a hierarchy of power in every community and neighborhood. At the top are th individuals at the peak of the power structure, some of whom may be highly visible and others invisible; next are key individuals -- the "movers and shakers," then the highly visible and influentials. In addition, there are others in the communities and neighborhoods who are con to be key organization leaders (quite visible); there are individuals who lead because of tec knowledge and skills; and then there are lesser organization leaders, of varying range and de of visibility. These typologies represent potential actors in the participatory process and functional during prehearing public involvement activities and when actual involvement effort launched in areas to be affected. An in-depth discussion of leadership types in Houston and

atory process, and carefully delineate the roles of individuals chosen, relative
ity and neighborhoods, and reputation. Major considerations for coordinating
rticipation include the following:

eraction techniques to be applied during public meetings and public hearings
ject planning stage.

kground information on projects and solicit wide public involvement.

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ip

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of the power structure, some of whom may be highly visible and others almost
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leaders (quite visible); there are individuals who lead because of technical
nd then there are lesser organization leaders, of varying range and degree
ypologies represent potential actors in the participatory process and they are
aring public involvement activities and when actual involvement efforts are
affected. An in-depth discussion of leadership types in Houston and general

comments concerning leadership identification are found in the larger study, "Social, Env and Attitudinal Factors Associated with Highway Planning." This study is available from Department of Highways and Public Transpo tation of Texas.

3.3 Flexibility and Change in Leadership

Agency representatives and planners in general should be aware of the possibilit leadership between the time initial contact is made in communities and neighborhoods and scheduling of the public hearing. Some specific points are listed below:

REMEMBER:

(a) Official titles or descriptions of leaders in neighborhoods a do not reflect real power.

(b). The leadership structure may change from time to time; from i

(c) Individuals of the neighborhood leadership structure and comm ship structure may play concurrent roles; more than one role

(d) The flow of leadership or a proposal for action may not origi top -- the flow may be a "bottom-to-top" process rather than "trickling down" procedure. But, a decision or a proposal of not likely to be acceptable or successful unless a significan of the top power group (economic dominants, ascribed and attr tials) supports it or remains neutral on issues.

(e) A high degree of competition exists among leaders. Leaders a continually seek to improve their positions in the power hier who understand the true machinery of power will work to secur in the leadership structure.

ng leadership identification are found in the larger study, "Social, Environmental,
actors Associated with Highway Planning." This study is available from the State
hways and Public Transportation of Texas.

and Change in Leadership

presentatives and planners in general should be aware of the possibility of change in
n the time initial contact is made in communities and neighborhoods and the actual
public hearing. Some specific points are listed below:

(a) *Official titles or descriptions of leaders in neighborhoods and communities do not reflect real power.*

(b) *The leadership structure may change from time to time; from issue to issue.*

(c) *Individuals of the neighborhood leadership structure and community leadership structure may play concurrent roles; more than one role at once.*

(d) *The flow of leadership or a proposal for action may not originate at the top -- the flow may be a "bottom-to-top" process rather than the expected "trickling down" procedure. But, a decision or a proposal of action is not likely to be acceptable or successful unless a significant proportion of the top power group (economic dominants, ascribed and attributed influentials) supports it or remains neutral on issues.*

(e) *A high degree of competition exists among leaders. Leaders and groups continually seek to improve their positions in the power hierarchy. Those who understand the true machinery of power will work to secure their position in the leadership structure.*

(f) *Informal alliances which combine diverse interest groups have beer effective means of coordinating and organizing for public involver*

(g) *Use professional and volunteer leaders during prehearing public ir activities.*

3.4 Attracting Participants

Attracting participants to public hearings and public meetings is one of the most dif tasks. Again, "bottom-up" programming attracts people where an environment is created in whi ideas are solicited and their voices are heard. Some points which might assist agency repres in leadership identification and participation techniques are found in Figure 3.

Figure 3

Leadership Bases for Public Involvement

		Neighborhood and Community Leaders are:	
		Strong (Effective)	W (Inef
Leadership Types Are:	National Innovators	Economic Dominants Prescribed Influentials	Att Infl
	Local Conservors	Visible Concealed	Sy

(f) *Informal alliances which combine diverse interest groups have been an effective means of coordinating and organizing for public involvement efforts.*

(g) *Use professional and volunteer leaders during prehearing public involvement activities.*

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nd their voices are heard. Some points which might assist agency representatives

lcation and participation techniques are found in Figure 3.

Figure 3

Leadership Bases for Public Involvement

	Neighborhood and Community Leaders are:	
	Strong (Effective)	Weak (Ineffective)
National Innovators	Economic Dominants Prescribed Influentials	Attributed Influentials
Local Conservors	Visible Concealed	Symbolic

Specific leadership identification data are contained in Volume I of the study o
Environmental, and Attitudinal Factors Associated with Highway Planning." Sub-categoric
in the report provide greater details of subsets under each of the leadership types trea
report. It should be noted that community leaders are best classified according to broa
as economic dominants, ascribed influentials and attributed influentials. Neighborhood
identification conforms to such distinctions as visible, concealed, and symbolic. White
reflects the phenomena of influence (reputation, position, and decision-making) and powe
Black leadership is more issue leadership. However, the changing economic positions of
other minorities, especially in urban areas, make it possible to categorize many under t
ceptable categories of community leadership.

leadership identification data are contained in Volume I of the study on "Social, d Attitudinal Factors Associated with Highway Planning." Sub-categorical breakdowns vide greater details of subsets under each of the leadership types treated in the d be noted that community leaders are best classified according to broad terms such ants, ascribed influentials and attributed influentials. Neighborhood leadership nforms to such distinctions as visible, concealed, and symbolic. White leadership omena of influence (reputation, position, and decision-making) and power attribution. is more issue leadership. However, the changing economic positions of blacks and especially in urban areas, make it possible to categorize many under the more ac- es of community leadership.

Unit Four

The Project Concept Confere

Unit Four

The Project Concept Conference

4.0 THE PROJECT CONCEPT CONFERENCE

Through the utilization of the Project Concept Conference during early phases of pr planning, pre-involvement in conference planning can be achieved. Effort should be made to the following: (1) Identify beneficial and detrimental social, economic, and environmental (2) determine the fields of specialization that provide interdisciplinary input during proj ning, including a determination of what assistance will be needed from other agencies; (3) existing data bases to determine the types of studies and analyses needed; (4) make prelimi tigations of prcbable alternatives, including the "no build" alternative; (5) make prelimin nation of the extent of public involvement needed, including identification of special inte groups; (6) evaluate the relationship of the proposed project to community, regional, and s as set forth by adopted or proposed planning efforts; (7) prepare a PROJECT CONCEPT CONFERE that reflects the decisions made and the expected course of project development; and (8) pr Project History and Status (PHAST) file to indicate the degree of planning required.

The project conference should establish the initial procedure for the project's dev Special emphasis should be placed on the interdisciplinary study results. Prior to public and public hearings, the Project Staff:

- *Prepares an analysis of alternatives studied, including the "no build" alternat*
- *Identifies key trade-offs between alternatives.*

EPT CONFERENCE

ilization of the Project Concept Conference during early phases of project
ent in conference planning can be achieved. Effort should be made to achieve
entify beneficial and detrimental social, economic, and environmental benefits;.
ds of specialization that provide interdisciplinary input during project plan-
rmination of what assistance will be needed from other agencies; (3) evaluate
determine the types of studies and analyses needed; (4) make preliminary inves-
alternatives, including the "no build" alternative; (5) make preliminary determi-
f public involvement needed, including identification of special interests
he relationship of the proposed project to community, regional, and state goals
d or proposed planning efforts; (7) prepare a PROJECT CONCEPT CONFERENCE report
sions made and the expected course of project development; and (8) prepare the
atus (PHAST) file to indicate the degree of planning required.
nference should establish the initial procedure for the project's development.
d be placed on the interdisciplinary study results. Prior to public meetings
he Project Staff:

n analysis of alternatives studied, including the "no build" alternative.
key trade-offs between alternatives.

- *Prepares cost estimates for reducing or eliminating adverse effects.*
- *Identifies expected impacts, both beneficial and adverse; upon special gro the project.*
- *Identifies and incorporates, where appropriate, non-transportation compone multiple use of right of way. (NOTE: SOME CONSIDERATIONS SHOULD BE GIVEN NEIGHBORHOOD GOALS -- SOCIAL COSTS CONSIDERATIONS AND OTHER INTANGIBLE BEN*
- *Formulates conceptual stage of relocation assistance plans. (SOME EFFORT CONSIDER SPECIFIC NEEDS OF RESIDENTS AS REVEALED THROUGH INTERDISCIPLINARY*
- *Prepares appropriate drawings, maps, models and other graphic and visual a tive*
- *Determines if additional studies or public involvement will be needed.*

4.1 Public Meetings

It is necessary to determine the number of public meetings necessary for proje Local officials and other community representatives can assist in deciding what course take relative to the number and frequency of public meetings. Advance press releases information as to time, date, and place the meeting will be held. Front page news sto project and the public meeting must be sought from various newspapers. Public service television stations and radios, with special efforts directed toward the educational t work and minority-beamed media. Although findings of the study on social, environment dinal factors indicated a low percentage of respondents using minority-beamed newspape

res cost estimates for reducing or eliminating adverse effects.

ifies expected impacts, both beneficial and adverse; upon special groups affected by roject.

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ngs

essary to determine the number of public meetings necessary for project development. d other community representatives can assist in deciding what course of action to he number and frequency of public meetings. Advance press releases should contain time, date, and place the meeting will be held. Front page news stories on the blic meeting must be sought from various newspapers. Public service spots on local s and radios, with special efforts directed toward the educational television net- beamed media. Although findings of the study on social, environmental, and attitu- cated a low percentage of respondents using minority-beamed newspapers as sources

of information, it would be a grave mistake to disregard this media. The minority resident larly blacks, who are most affected by relocation resulting from highway construction are that small percentage. Hence, communication with this segment is best achieved through ra papers, and television programs owned, operated, and directed specifically toward minority persons. The same principles should be applied to public hearings.

Records should be kept of all meetings. A suggested format is shown below in figu

Figure 4

RECORDING A MEETING

Date of Meeting _____ Name of Group _____
Person Reporting _____ Place _____
(Location)
Occasion _____
(Regular or special meeting, work session, etc.)
Time Beginning _____ Time Ending _____

CITIZENS PRESENT:

Name	Occupation	Representing Special Interest
_____	_____	_____
_____	_____	_____

Matters under discussion:
Decisions Reached:
Matters Deferred:
Next Meeting (Date, time, and place)

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most affected by relocation resulting from highway construction are included in
Hence, communication with this segment is best achieved through radio, news-
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IZENS PRESENT:

e	Occupation	Representing Special Interest
_____	_____	_____
_____	_____	_____

ters under discussion:
isions Reached:
ters Deferred:
t Meeting (Date, time, and place)

The Guidelines for holding a public meeting are set forth in the Action Plan Order Number 37-75. We suggest that in addition to conforming to procedures as outli document, a special program of "public information" should be incorporated at this st representatives or planners in general can monitor public opinions and assess overall

Techniques utilized in public hearings and meetings should be strengthened as changes in the public mood and other changing requirements relative to environmental system planning.

4.2 Public Involvement Modes

In order to insure flexibility in this Guide, various modes of public involve sented for consideration by highway/public transportation agency representatives. Th or approaches include the following:

There are numerous modes of public involvement which have been identified for and agencies. Figure 5 provides a schematic presentation of the several ways in whic be involved in planning and decision-making.

elines for holding a public meeting are set forth in the Action Plan and Administrative
75. We suggest that in addition to conforming to procedures as outlined in this
al program of "public information" should be incorporated at this stage so that agency
or planners in general can monitor public opinions and assess overall feasibility.
s utilized in public hearings and meetings should be strengthened as dictated by
ublic mood and other changing requirements relative to environmental impact data and

olvement Modes

to insure flexibility in this Guide, various modes of public involvement are pre-
deration by highway/public transportation agency representatives. These techniques
clude the following:
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igure 5 provides a schematic presentation of the several ways in which citizens can
lanning and decision-making.

Figure 5

Public Involvement Models and Perceived Limitations

Model	Characteristics**	Limitations
Neighborhood Government	Some neighborhood governments border local ombudsmen; others have substantial legislative and executive authority over a number of areas. The neighborhood government idea is more applicable to New York City or Special Districts. This governmental type derives its authority from city government but exists at the pleasure of state government.	Individualistic nature representation; the adm procedures and rules in negate the basic intent (NOT RECOMMENDED F
Community Development Corporations	The general purpose of such corporations is to provide a legal cover for projects which may not involve sufficient number of citizens or political influentials to obtain government support. They are designed to promote economic development.	Impossible to use for co participation or project involvement of a cross-s population. (NOT RECOMMENDED F
Goals Programs	Many communities have experimented with this mode of involvement."Goals for Dallas"(Texas) is an example in point. The general procedure is to establish some common goals	Insufficient mechanism f consensus; not especiall highway project planning relates to general commu transportation. (TECHNIQUE SHOULD BE FU

Figure 5

Public Involvement Models and Perceived Limitations

	Characteristics**	Limitations
t	Some neighborhood governments border local ombudsmen; others have substantial legislative and executive authority over a number of areas. The neighborhood government idea is more applicable to New York City or Special Districts. This governmental type derives its authority from city government but exists at the pleasure of state government.	Individualistic nature for citizen representation; the administrative procedures and rules involved virtually negate the basic intent of the model. (NOT RECOMMENDED FOR USE)*
	The general purpose of such corporations is to provide a legal cover for projects which may not involve sufficient number of citizens or political influentials to obtain government support. They are designed to promote economic development.	Impossible to use for community-wide participation or project requiring the involvement of a cross-section of the population. (NOT RECOMMENDED FOR USE)*
	Many communities have experimented with this mode of involvement. "Goals for Dallas" (Texas) is an example in point. The general procedure is to establish some common goals	Insufficient mechanism for reaching consensus; not especially adaptable to highway project planning unless it relates to general community goals for transportation. (TECHNIQUE SHOULD BE FURTHER EXPLORED)*

Figure 5 Continued

Model	Characteristics**	Limitations
Goals Programs Continued	for use in determining the future of the city. Small groups or teams meet and develop goal statements for submission to an expanded audience for review, possible modification, and adoption as community goals. This technique has also been used by state governments.	
Neighborhood Resource Centers	This technique provides for the delivery of services and information to the general public. It is perceived as the central headquarters for both disseminating and soliciting information and knowledge through the active participation of citizens at the neighborhood level. The Neighborhood Resource Center has the potential for facilitating the development of public policy-related infra-structure at the neighborhood level.	Possible duplication o vided by other local, state agencies. There network of Centers for potential effectiveness neighborhood resource could use a communicat quiring computer confe minimize felt alienati apathy. (HAS GREAT POTE Note: Relocation Assi may very well s purpose.
Surveys	Public opinion surveys have just recently gained prominence as a technique for use in eliciting short-term feedback from resi-	The possibility of bia is a continuing proble in sampling techniques assessed. Where respo

Figure 5 Continued

	Characteristics**	Limitations
	for use in determining the future of the city. Small groups or teams meet and develop goal statements for submission to an expanded audience for review, possible modification, and adoption as community goals. This technique has also been used by state governments.	
source	This technique provides for the delivery of services and information to the general public. It is perceived as the central headquarters for both disseminating and soliciting information and knowledge through the active participation of citizens at the neighborhood level. The Neighborhood Resource Center has the potential for facilitating the development of public policy-related infra-structure at the neighborhood level.	Possible duplication of services provided by other local, regional, and state agencies. There is need for a network of Centers for the plan to have potential effectiveness. A chain of neighborhood resource centers in areas could use a communication system requiring computer conference, which could minimize felt alienation and citizen apathy. (HAS GREAT POTENTIAL)* Note: Relocation Assistance Centers may very well serve a similar purpose.
	Public opinion surveys have just recently gained prominence as a technique for use in eliciting short-term feedback from resi-	The possibility of bias in the responses is a continuing problem; also, reliability in sampling techniques must be carefully assessed. Where responses are unbiased,

Figure 5 Continued

Model	Characteristics**	Limitations
Surveys Continued	dents. Telephone surveys are useful in eliciting attitudes and ideas on immediate problems relating to the adverse impact of highway projects.	surveys can serve to provide participation by the public. (HIGHLY RECOMMENDED)*
Public Hearings	This is a traditional technique for public involvement by highway departments and other public agencies.	They are generally not thoug much potential for the kind involvement that will be nec the future. This procedure duces hostility, outrage, a They usually turn into gripe if not handled properly. (RECOMMENDED--WITH A CHANGE
Ombudsmen	This model requires citizen representatives who pursue individual hardship cases through a myriad of bureaucratic procedures. The word "Ombudsmen"--literally grievance man--comes from Sweden where the first one was appointed in 1809 with the adoption of a new constitution. The concept is an outgrowth of the consumer movement, and although it may appear to have little relevance here, future predictions dictate the possibility of its use. The Marvin Zindler	The basic limitation of this be inherent in the quality provided by individuals so Complaints received must be investigated and validated. plaints about transportatio the risk of not being satis cluded or parties on either not be satisfied with the e the outcome--causing even g flict. (THE MODEL SHOULD BE CAREFU WOULD NOT RECOMMEND AT THI

Figure 5 Continued

Characteristics**	Limitations
dents. Telephone surveys are useful in eliciting attitudes and ideas on immediate problems relating to the adverse impact of highway projects.	surveys can serve to provide effective participation by the public. (HIGHLY RECOMMENDED)*
This is a traditional technique for public involvement by highway departments and other public agencies.	They are generally not thought to have much potential for the kind of public involvement that will be necessary in the future. This procedure often produces hostility, outrage, and enmity. They usually turn into gripe sessions if not handled properly. (RECOMMENDED--WITH A CHANGE IN PROCEDURE)*
This model requires citizen representatives who pursue individual hardship cases through a myriad of bureaucratic procedures. The word "Ombudsmen"--literally grievance man--comes from Sweden where the first one was appointed in 1809 with the adoption of a new constitution. The concept is an outgrowth of the consumer movement, and although it may appear to have little relevance here, future predictions dictate the possibility of its use. The Marvin Zindler	The basic limitation of this model would be inherent in the quality of services provided by individuals so appointed. Complaints received must be thoroughly investigated and validated. Citizen complaints about transportation services run the risk of not being satisfactorily concluded or parties on either side might not be satisfied with the equity of the outcome--causing even greater conflict. (THE MODEL SHOULD BE CAREFULLY ASSESSED.. WOULD NOT RECOMMEND AT THIS TIME...)*

Figure 5 Continued

Model	Characteristics**	Limitations
Ombudsmen (Continued)	reports on Houston's Channel 13 (KTRK-TV) is an example. Chicago's Michael Reese Hospital was one of the first to provide ombudsmen to handle patient complaints. Action Line (Houston Post) and the St. Louis Post-Dispatch are newspapers having ombudsmen to handle telephone calls from irate readers, and investigate complaints of inaccuracies in reporters' stories.	However, care should viding an effective citizen complaints re construction and relo
Citizen Evaluations	This involves a Nader-like technique where public interest groups conduct research to evaluate publicly-funded projects.	They are generally not nationally to have sig (NOT RECOMMEND
Citizen Participation Games	Systems analysis and computers have developed a variety of games which permit people to assume different roles to play through a variety of developmental patterns for their community such as land use, future planning, and increased public participation. The second Transportation Forum (April 2-3, 1974, Shamrock Hilton Hotel in Houston, Texas) was designed to test the Citizen Participation Game Model. Gerald	Games demonstrate how cisions have widespre issues which affect c (RECOMMENDED FOR PRE- PHASE)*

Figure 5 Continued

	Characteristics**	Limitations
tinued)	reports on Houston's Channel 13 (KTRK-TV) is an example. Chicago's Michael Reese Hospital was one of the first to provide ombudsmen to handle patient complaints. Action Line (Houston Post) and the St. Louis Post-Dispatch are newspapers having ombudsmen to handle telephone calls from irate readers, and investigate complaints of inaccuracies in reporters' stories.	However, care should be taken in providing an effective mechanism for citizen complaints regarding highway construction and relocation.
ions	This involves a Nader-like technique where public interest groups conduct research to evaluate publicly-funded projects.	They are generally not well coordinated nationally to have significant impact. (NOT RECOMMENDED)*
pation	Systems analysis and computers have developed a variety of games which permit people to assume different roles to play through a variety of developmental patterns for their community such as land use, future planning, and increased public participation. The second Transportation Forum (April 2-3, 1974, Shamrock Hilton Hotel in Houston, Texas) was designed to test the Citizen Participation Game Model. Gerald	Games demonstrate how individual decisions have widespread effects on issues which affect collectivities. (RECOMMENDED FOR PRE-PUBLIC INVOLVEMENT PHASE)*

Figure 5 Continued

Model	Characteristics**	Limitations
Citizen Participation Games (Continued)	Bruder and Associates, Inc. of St. Louis tested the methodology in one of the workshop sessions. The model used was designed to show how team effort is developed with potential relocatees or persons being displaced by highway improvement programs--people who might perceive themselves to be losers. Using a WIN/LOSE strategy, Gerald Bruder demonstrated how agency representatives could increase trust between all factions of the community so as to make public involvement and citizen participation in highway planning a reality. Other techniques focus on levels of competitiveness and cognitive growth as a result of a game-induced attention to community-wide problems.	
Paraprofessional	Provides for the involvement of indigenous people and subprofessionals in community and neighborhood activities; it also facilitates the infusion of local sentiment into the programs.	No limitations. The progr genuine opportunities for ticipation; it also enhanc fessional development of s community leaders. (HIGHLY RECOMMENDED

Figure 5 Continued

Characteristics**	Limitations
Bruder and Associates, Inc. of St. Louis tested the methodology in one of the workshop sessions. The model used was designed to show how team effort is developed with potential relocatees or persons being displaced by highway improvement programs--people who might perceive themselves to be losers. Using a WIN/LOSE strategy, Gerald Bruder demonstrated how agency representatives could increase trust between all factions of the community so as to make public involvement and citizen participation in highway planning a reality. Other techniques focus on levels of competitiveness and cognitive growth as a result of a game-induced attention to community-wide problems.	
Provides for the involvement of indigenous people and subprofessionals in community and neighborhood activities; it also facilitates the infusion of local sentiment into the programs.	No limitations. The program provides genuine opportunities for public participation; it also enhances the professional development of students and community leaders. (HIGHLY RECOMMENDED)*

Figure 5 Continued

Model	Characteristics**	Limitations
Community Exhibits and Fairs	The State Department of Highways and Public Transportation could initiate or join a variety of local organizations to set up display projects ranging from simple audio-visual information to actual freeway/highway transit simulation model, with emphasis on the more human factors relating to transportation. In rural as well as urban settings, county fairs have traditionally been considered as community projects and residents participate freely in such events. Carnivals and fairs at both the neighborhood level and community level would provide a proper forum for promoting highway and public transportation projects. In addition, exhibits at conferences contribute much to the public information phase.	No specific limitat (HIGHLY RECOMMENDED RURAL AREAS)*
Conferencing (Forums)	Face-to-face conferences, retreats, short courses and/or institutes are excellent approaches to public involvement. Two-way cable communications and conference telephone linkages are new techniques	The possibility tha become replicas of Care should be take ferences so that cu highway and public ning are reflected

Figure 5 Continued

	Characteristics**	Limitations
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ums)	Face-to-face conferences, retreats, short courses and/or institutes are excellent approaches to public involvement. Two-way cable communications and conference telephone linkages are new techniques	The possibility that the forums will become replicas of public hearings. Care should be taken in planning conferences so that current issues in highway and public transportation planning are reflected in the conference

Figure 5 Continued

Model	Characteristics**	Limitations
Conferencing (Forums) (Continued)	now being employed. Specialized forums on transportation where a cross-section of the citizenry may be represented are effective means of eliciting greater citizen input. Each of the aforementioned techniques add dimension to public involvement.	proceedings and general dia (HIGHLY RECOMMENDED)*

*Evaluation of Model

**For further information on involvement techniques, see: Desmond M. Connor, Citizens ticipation: An Action Guide for Public Issues, Oakville, Ontario, Canada: Development Press,

In addition to presenting public involvement models for possible use by highway agency sentatives, we have included some criteria for assessing the effectiveness of public involveme The following checklist is useful for monitoring program effectiveness:

Figure 5 Continued

Characteristics**	Limitations
now being employed. Specialized forums on transportation where a cross-section of the citizenry may be represented are effective means of eliciting greater citizen input. Each of the aforementioned techniques add dimension to public involvement.	proceedings and general dialogye. (HIGHLY RECOMMENDED)*

Model

nformation on involvement techniques, see: Desmond M. Connor, Citizens Par-
Guide for Public Issues, Oakville, Ontario, Canada: Development Press, 1974.

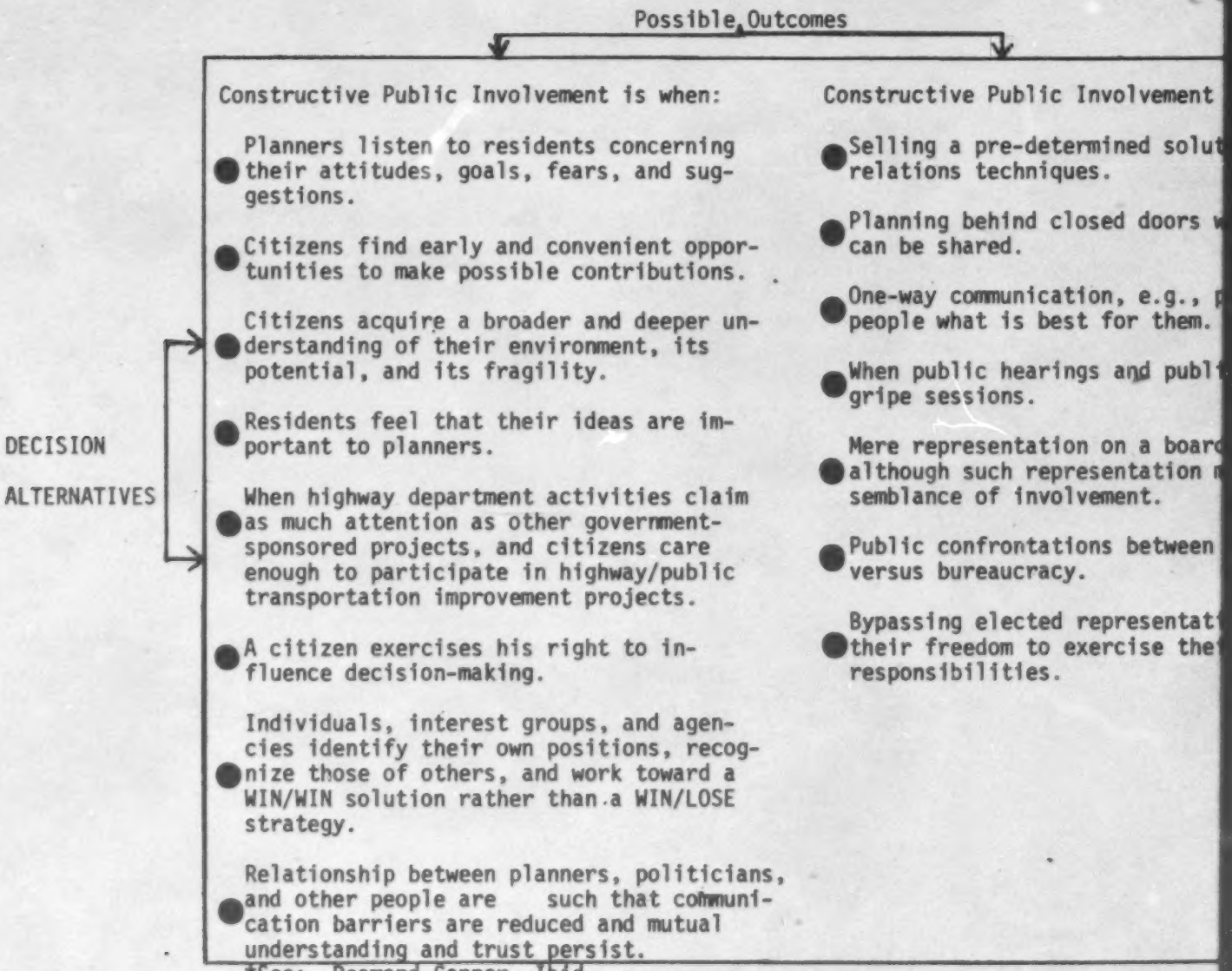
presenting public involvement models for possible use by highway agency repre-

cluded some criteria for assessing the effectiveness of public involvement.

t is useful for monitoring program effectiveness:

Figure 6

Effectiveness of Public Involvement*


Possible Outcomes
Constructive Public Involvement is when:
Planners listen to residents concerning their attitudes, goals, fears, and suggestions.
Citizens find early and convenient opportunities to make possible contributions.
Citizens acquire a broader and deeper understanding of their environment, its potential, and its fragility.
Residents feel that their ideas are important to planners.
When highway department activities claim as much attention as other government-sponsored projects, and citizens care enough to participate in highway/public transportation improvement projects.
A citizen exercises his right to influence decision-making.
Individuals, interest groups, and agencies identify their own positions, recognize those of others, and work toward a WIN/WIN solution rather than a WIN/LOSE strategy.
Relationship between planners, politicians, and other people are such that communication barriers are reduced and mutual understanding and trust persist.
Constructive Public Involvement
Selling a pre-determined solut
relations techniques.
Planning behind closed doors w
can be shared.
One-way communication, e.g., p
people what is best for them.
When public hearings and publi
gripe sessions.
Mere representation on a boar
although such representation
semblance of involvement.
Public confrontations between
versus bureaucracy.
Bypassing elected representati
their freedom to exercise the
responsibilities.
DECISION
ALTERNATIVES

*See: Desmond Conner, Ibid.

Figure 6

Effectiveness of Public Involvement*

Possible Outcomes

ctive Public Involvement is when:

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ionship between planners, politicians, ther people are such that communi-n barriers are reduced and mutual standing and trust persist.

Desmond Conner, Ibid.

Constructive Public Involvement is not:

- Selling a pre-determined solution by public relations techniques.
- Planning behind closed doors when information can be shared.
- One-way communication, e.g., planners telling people what is best for them.
- When public hearings and public meetings become gripe sessions.
- Mere representation on a board of directors, although such representation might be the semblance of involvement.
- Public confrontations between "people power" versus bureaucracy.
- Bypassing elected representatives or impairing their freedom to exercise their decision-making responsibilities.

4.3 Dimensions of Involvement

The various public involvement models presented in Figure 5 are designed to stimulate and innovative thinking about how to best get the greatest number of people involved in decisi tive to highway and public transportation planning. It is an attempt to provide the character of different approaches so that the best possible method might be chosen. It should be noted single approach will be sufficient in any situation. There is need to carefully consider whic the techniques will be more applicable to the neighborhood or community situation.

In addition, there are specific dimensions to involvement programs. Careful considera must be given to the origins of the techniques, the general structure of the proposed public mode, and the availability of financial support. There are four general categories of dimens must be considered, including accessibility (physical availability); scheduling and coordinat informational media properties; and process embeddedness -- public involvement programs must sessed in terms of their integrative properties; the intrinsic interdependencies of human nee the physical environment.

4.4 When is Public Involvement Constructive?

There is some concern on the part of highway agency representatives and public transp planners in general about the nature and extent of public input. How much public involvement enough? This is a difficult question to answer. To be sure, public involvement negates the

olvement

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volvement Constructive?

oncern on the part of highway agency representatives and public transportation
ut the nature and extent of public input. How much public involvement is
ficult question to answer. To be sure, public involvement negates the purpose

for which it is intended to achieve when it causes tremendous conflict or retards progr
reaching a consensus on the best course to pursue. Connor provides some guidelines for
the effectiveness of public involvement programs. These techniques are described in Fi

A combination of public involvement approaches should be considered as opposed
meetings or public hearings. In the final section of this Guide, we will discuss the p
mation phase of the proposed flexible model.

4.5 Public Information

The final component of the proposed public involvement model requires the devel
effective program for disseminating information relative to highway and public transpor
to the general public. The main objectives of a Public Information program should be d
help achieve highway/public transportation planning recommendations and to highlight pr
and accomplishments of a public transportation program. Public information programs sh
of the mutual exchange of information relative to concerns involving systems planning a
development; appropriate information on interagency and interinstitutional cooperation
to the resolution of problems and the establishment of a formal review process to deal
encountered in project development so that there is not a recurrence in subsequent proj

There is need for maximum coordination between the public relations aspects of
ment and the public involvement strategies employed during the pre-hearing and post-hea

intended to achieve when it causes tremendous conflict or retards progress toward
nsus on the best course to pursue. Connor provides some guidelines for assessing
s of public involvement programs. These techniques are described in Figure 6.
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ic hearings. In the final section of this Guide, we will discuss the public infor-
the proposed flexible model.

Formation

l component of the proposed public involvement model requires the development of an
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nts of a public transportation program. Public information programs should consist
change of information relative to concerns involving systems planning and project
ropriate information on interagency and interinstitutional cooperation in reference
n of problems and the establishment of a formal review process to deal with problems
roject development so that there is not a recurrence in subsequent projects.
need for maximum coordination between the public relations aspects of project develop-
lic involvement strategies employed during the pre-hearing and post-hearing stages.

News releases should be timed to coincide with the launching of new projects; with improvemen in on-going activities. Another salient point to be made is that all efforts should be made a climate of confidence in highway and public transportation projects; in encouraging public pation and acceptance of plans and policy proposals.

Since this Guide is not specifically concerned with "Public Information" as a separat nent, it is recommended that a careful assessment be made of existing communications channels public information in general to determine overall effectiveness and to develop new innovatio designed to enhance greater public impact.

The time lag involved in developing major transportation projects creates a situation needs special attention relative to public information. The public should be made aware of t progress as plans are developed for right of way acquisition, relocation, plan preparation an tract letting. News releases during these periods of apparent inactivity will prevent rumors spreading through the neighborhood. It will also help to preserve the credibility of the tra tion agency.

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eleases during these periods of apparent inactivity will prevent rumors from
neighborhood. It will also help to preserve the credibility of the transporta-

5.0 RECOMMENDATIONS

Based on the aforementioned materials, the following suggestions are recommende
tion by highway/public transportation agency representatives:

5.1 Suggested Techniques for Involvement

These are more suggestions than recommendations. A decision must be made by pl
whether they are appropriate to a given situation.

5.1.1 Contact local radio stations and suggest programs in the future where li
asked to suggest goals for the community over the next 15 to 25 year per
be asked goals for their neighborhoods. Responses will be helpful to pl
ticularly those in small communities and to the radio stations themselve
the public's listening habits. In addition, the public can be made more
highway/public transportation projects.

5.1.2 Organize speaking teams during the pre-hearing public involvement phases
planning. Get volunteers and interested neighborhood and community lead
views relative to proposed projects.

5.1.3 In rural and suburban areas, place ballot boxes in local supermarkets, c
stores, drugstores, and other businesses, with forms for patrons to comp
to transportation needs, and existing projects.

5.1.4 Organize open discussions, forums or conferences where groups can develo
and short-term goals for neighborhoods and communities. This is simila
goals program.

5.1.5 Create planning mechanisms within neighborhood and community organizatio
possible to bring together entire church groups to form associations or
representative group of parents, teachers, students, and other persons

TIONS

the aforementioned materials, the following suggestions are recommended for considera-

public transportation agency representatives:

Techniques for Involvement

e more suggestions than recommendations. A decision must be made by planners as to

appropriate to a given situation.

ontact local radio stations and suggest programs in the future where listeners will be sked to suggest goals for the community over the next 15 to 25 year period; they could e asked goals for their neighborhoods. Responses will be helpful to planners, par-icularly those in small communities and to the radio stations themselves in testing he public's listening habits. In addition, the public can be made more aware of ighway/public transportation projects.

rganize speaking teams during the pre-hearing public involvement phases of project lanning. Get volunteers and interested neighborhood and community leaders to express iews relative to proposed projects.

n rural and suburban areas, place ballot boxes in local supermarkets, corner grocery tores, drugstores, and other businesses, with forms for patrons to complete relative o transportation needs, and existing projects.

rganize open discussions, forums or conferences where groups can develop long-term nd short-term goals for neighborhoods and communities. This is similar to Dallas' oals program.

reate planning mechanisms within neighborhood and community organizations. It is ossible to bring together entire church groups to form associations or a broadly epresentative group of parents, teachers, students, and other persons to discuss one

issue common to all in the area. In small towns such as Huntsville, Corsicana and Caldwell in Texas,or Aurora and Poplar Bluff in Illinois and Missouri resp could benefit from this technique.

5.1.6 Develop a future planning group (similar to the Future Studies Committee of th Chamber of Commerce) to develop techniques, procedures, and planning data for highway/public transportation planning. This approach may be in use by some agencies at the present time. For those agencies not using this approach, thi of future analysis offers insight into what the American public will expect in

mmon to all in the area. In small towns such as Huntsville, Corsicana, Seguin, well in Texas,or Aurora and Poplar Bluff in Illinois and Missouri respectively nefit from this technique.

a future planning group (similar to the Future Studies Committee of the Houston of Commerce) to develop techniques, procedures, and planning data for future public transportation planning. This approach may be in use by some highway at the present time. For those agencies not using this approach, this kind e analysis offers insight into what the American public will expect in the future.

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